



ALAMEDA COUNTY  
CONGESTION MANAGEMENT AGENCY

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June 25, 2009  
Agenda Item 7.1

**Memorandum**

**Date:** June 9, 2009  
**To:** CMA Board  
**From:** Plans and Programs Committee  
**Subject:** Alameda Community Based Transportation Plan

**Action Requested**

It is recommended that the Board approve the Alameda Community Based Transportation Plan (CBTP). The Executive Summary is attached. The Plan is available on the CMA website. The Plan is based on community outreach to identify and prioritize transportation needs and solutions in Alameda. It includes ranked solutions and strategies, and identifies conceptual cost estimates, potential fund sources, and project sponsors for each of the transportation solutions. This area was selected by MTC as one of five CBTPs in Alameda County that identified the transportation needs of low income communities.

**Next Steps**

Upon the Board's acceptance of the Plan, it will be finalized and distributed.

**Discussion**

Background

The Alameda Community Based Transportation Plan is the result of a series of community meetings and surveys conducted in 2008-2009 to identify transportation solutions to improve mobility in low income communities in Alameda. The Plan was designed to build upon the findings of MTC's *2001 Lifeline Transportation Network Report*, which outlined a safety net of transit routes for low income people. Likewise, MTC's *Environmental Justice Report for the 2001 Regional Transportation Plan* also identified the need to support local planning efforts in low income communities throughout the region. MTC selected and funded the Alameda Community Based Transportation Plan as one of five low income communities with transportation gaps in Alameda County. The other areas, for which CMA has completed plans, are Central County, West Oakland, South and West Berkeley, and Central and East Oakland. The completed plans are available on the CMA website.

### **Outreach Summary**

The outreach process included meetings with focus groups representing youth, seniors, and people with disabilities. Additionally, meetings were held with a Technical Advisory Committee (TAC), which represented the City of Alameda, AC Transit, MTC, CMA and paratransit serving Alameda. The TAC provided input to ensure an effective community outreach process. The Alameda Transportation Commission reviewed the draft Plan on May 27<sup>th</sup>. The Commission's comments are summarized below. During outreach, the community identified the high priority transportation needs listed below. More details about these and other transportation needs identified by the community are included in the draft CBTP:

- Improve service for AC Transit route 63
- Lower cost for transit
- Improve condition and availability of bus shelters with CBTP area
- Reinstate crossing guards at schools
- Improve bicycling infrastructure serving CBTP area

### **Strategy Evaluation and Prioritization Summary**

Transportation strategies were developed by the consultant team and reviewed by the TAC to directly address the community identified needs and transportation gaps

The overall ranking of transportation strategies for Alameda CBTP is based on an evaluation of the following four criteria:

- Community Support
- Transportation Benefits
- Cost and Funding Availability
- Implementation

Each project was ranked according to the four criteria and given a high, medium or low ranking. Based on this evaluation, the strategies were given a cumulative ranking reflecting the overall community support, transportation benefit, financial feasibility and capacity of relevant agencies to implement the project. Evaluation of each solution for addressing transportation gaps in Alameda has taken into account potential funding sources available for implementation.

### **Summary of the Results of the Community Based Transportation Plan**

Table I-1 in the Executive Summary shows transportation needs and solutions identified by the community. Additional information about the costs (such as identifying which are annual versus operating) will be distributed at the Committee meeting. The needs and solutions are discussed in further detail in the Draft Plan, which is available on the CMA website. The plan also includes project sponsors, costs and potential fund sources for each of the solutions. The transportation solutions and rankings were reviewed by the Alameda Transportation Commission at their meeting on May 27<sup>th</sup>.

#### Alameda Transportation Commission Comments

At their May 27<sup>th</sup> meeting, the Alameda Transportation Commission modified the strategies as follows

- *Improve Route 63 Weekend Service and Frequency:*  
To better meet identified transportation needs on AC Transit Route 63, which serves most of the CBTP area, modify the recommendation to include a more all encompassing goal of providing week-end service to downtown Oakland. This may be accomplished through an AC Transit Route (which is Route 63 at the time of the CBTP) or a shuttle.
- *Install In-Pavement Crosswalk Lighting:*  
To meet the need of improving crosswalk visibility, mention in-pavement lighting as an option, subject to consultation with the Alameda Department of Public Works. Also, reduce the rating for "Transportation" criteria for this solution to reflect the need for coordination within the city and specific site analyses.
- *Create More Bicycle Lanes Throughout Alameda:*  
Specify the bike lane boundaries within the CBTP area, and where possible, list specific locations identified during outreach.
- *Improve Bicycling Access between Alameda and Oakland:*  
Provide a reference to the Estuary Crossing Feasibility Study.

These recommended edits have been included in the CBTP.

#### Plans and Programs Committee Comments

At their June meeting, the Plans and Programs Committee asked whether there were plans to update the previous Community Based Transportation Plans (CBTPs), such as the Central Alameda County Plan, completed in 2002. Staff contacted MTC, who said that they have not determined yet whether they will be funding updates for completed CBTPs. If MTC decides to fund updates to CBTPs, staff will inform the Board.

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## 1 EXECUTIVE SUMMARY

### A. Introduction

The Alameda Community-Based Transportation Plan (CBTP) is the result of technical analysis and community outreach conducted in 2008-2009 to identify transportation needs and solutions for the CBTP area. The Metropolitan Transportation Commission (MTC) funded and the Alameda Congestion Management Agency (ACCMA) oversaw the Alameda CBTP.

### B. Study-Area Description

The Alameda CBTP area is roughly bound by Main Street, the Oakland Estuary, and Buena Vista Avenue to the north; Versailles Avenue to the east; Lincoln Avenue and the San Francisco Bay to the south; and the United States Naval Air Station runways to the west. The CBTP boundaries are based on areas identified through two MTC reports published in 2001: the *Lifeline Transportation Network Report* and the *Environmental Justice Report*. These reports identified low income areas, including portions of Alameda, where there are gaps in the provision of transportation. The CBTP area boundaries were then updated using United States Census 2000 data, with 2009 land use information provided by the City of Alameda's Development Services Department and Public Works Department staff. Income analysis for these areas is based on US Census 2000 block group data, except in the case of census tract 4275-block group 1, the former Alameda Naval Air Station. For census tract 4275-block group 1, more recent information was utilized to capture recent redevelopment from military to residential uses that is not reflected in Census 2000 data. Income analysis of this census tract-block group is based on Alameda Point Collaborative and City of Alameda resident income data, which was analyzed and approved by the US Department of Housing and Urban Development in 2005.

The CBTP area encompasses Alameda Point as well as portions of central and northeastern Alameda. According to the 2000 Census, the CBTP area reported a total population of 17,061 residents, nearly 24 percent of the City's population of 72,259. This population resides in 6,497 occupied housing units, at an average household size of 2.63 people.

Alameda Point is currently undergoing redevelopment from its former military uses to residential development, including both affordable and market-rate housing options. A Preliminary Development Concept (PDC) for Alameda Point was conceived in 2006 and includes the generation of 1,800 new housing units, of which

157 are new affordable housing units and 200 are preserved affordable housing units at the Alameda Point Collaborative. Currently, Alameda Point's pedestrian network is not connected to the rest of the island.

Fixed-route bus service is provided in the project area by the Alameda-Contra Costa Transit District (AC Transit). AC Transit operates local, Transbay, "All-Nighter" and Rapid bus services. AC Transit also provides Alameda resident's service to BART. The 63 bus route is generally considered a lifeline route to residents of Alameda Point. AC Transit Route 63 is the only route that runs through Alameda Point.

Area residents who are unable to use fixed-route transit due to a disability can access paratransit services through East Bay Paratransit or through the City of Alameda's paratransit taxi program. The City also provides a medical return trip improvement program (MRTIP) available to residents that qualify for East Bay Paratransit.

A more detailed description of existing conditions and transportation gaps can be found in Chapters 3 and 4 of this document.

### *C. Overview of Approach*

The CBTP planning process was a collaborative, grassroots process that involved the Alameda community, specifically the youth, senior, disabled, and low-income population of the CBTP area; local service providers; housing agencies; and Technical Advisory Committee (TAC) composed of AC Transit, MTC, ACCMA, and City of Alameda representatives.

The planning process was divided into three phases, briefly described below:

#### **1. Existing Conditions and Transportation Gaps Identification**

Phase 1 of the CBTP consisted of an analysis and summary of existing conditions and transportation gaps, including those identified in other planning documents.

#### **2. Needs Identification**

Transportation needs were identified by outreach participants in interview format, a questionnaire, small group meetings, and resident gatherings which were held throughout the community.

### **3. Solutions and Implementation Strategy Development**

Based on responses from outreach and discussions with implementing agencies, a series of solutions and implementation strategies were developed and prioritized to best meet the transportation needs of the community.

#### ***D. Community Concerns***

Outreach for the CBTP process focused on low-income, seniors over 65 years, youth under 18 years and disabled residents of the CBTP area. Outreach efforts consisted of a variety of forums, including interviews with 14 constituent representatives and service providers, presentations at 12 community meetings or events, and questionnaires distributed at 10 locations. The outreach process and a detailed description of community-identified transportation needs and issues are provided in Chapter 5, Community Outreach.

#### ***E. Recommended Solutions and Implementation Strategies***

A series of solutions and implementation strategies were developed to address transportation needs and gaps identified through outreach activities throughout the Alameda CBTP area. Where applicable, these strategies build upon existing efforts and transportation studies to improve transportation in the Alameda CBTP area. The strategies reflect consultation with likely implementing agencies to gauge feasibility and produce realistic cost estimates. Each strategy was ranked based on community support, transportation benefits, cost and funding availability, and implementation timeframe.

Table 1-1 summarizes all of the recommended strategies, the ranking, estimated cost and lead implementing agency. The 13 top-ranking strategies are listed below, organized by mode:

#### **Transit**

- ◆ Implement Bus Stop and Shelter Improvements
- ◆ Improve Transit Access from Alameda Point to Downtown Oakland
- ◆ Implement Route 51 On-Time Performance Improvements
- ◆ Install “Real Time” Information, Such as NextBus, at Alameda Bus Stops
- ◆ Improve Bus Service to Alameda Hospital and City of Alameda Schools
- ◆ Increase and Improve Information Regarding Transit Services

- ◆ Increase Education Regarding Paratransit Services
- ◆ Increase Transit Education for Seniors

**Pedestrian**

- ◆ Expand the Safe Routes to Schools Program
- ◆ Improve the Pedestrian Experience in Alameda Point
- ◆ Install Pedestrian Street Lights

**Bicycle**

- ◆ Create More Bicycle Lanes throughout Alameda
- ◆ Increase the Bicycle Capacity Onboard Buses



TABLE 1 -1 SUMMARY OF RECOMMENDED SOLUTIONS AND STRATEGIES

Strategy	Ranking	Cost	Lead Agency
Implement Bus Stop and Shelter Improvements	High	\$220 per trash can (plus \$36 weekly per trash can for servicing); approximately \$3,000 per bus stop for lighting; \$18,000 per shelter (plus \$1,500 annually per shelter for maintenance)	City of Alameda
Improve Transit Access from Alameda Point to Downtown Oakland:			
- Create an Alameda Point Shopper Shuttle on Weekends	High	\$33,000 annually	City of Alameda and private sector
- Increase Route 63 Service and Frequency	Medium-High	\$293,000 annually for service improvements; \$2.7 million annually for frequency improvements	AC Transit
Implement Route 51 On-Time Performance Improvements	Medium-High	\$200,000 per mile for Route 51 Service and Reliability Study implementation; \$1.2 million for Webster Street SMART Corridor Management Project implementation	AC Transit
Install "Real Time" Information, such as Next-Bus, at Alameda Bus Stops	Medium-High	\$3,500 for each sign, plus \$5,000 annually for maintenance	City of Alameda
Improve Bus Service to Alameda Hospital and City of Alameda Schools	Medium-High	\$226,000 annually	Multiple agencies, including AC Transit
Increase and Improve Information Regarding Transit Services	Medium-High	\$8,000 to \$10,000 for initial production, plus \$1,700 to \$3,000 for each printing	AC Transit and City of Alameda
Increase Education Regarding Paratransit Services	Medium-High	Up to \$500 for each printing	Various agencies including the City of Alameda, ACTIA, and Mastick Senior Center
Increase Transit Education for Seniors	Medium-High	Up to \$500 for each printing of existing transit brochures	Various agencies including the City of Alameda, ACTIA, and Mastick Senior Center
Expand the Safe Routes to Schools Program	Medium-High	\$50,000 to \$500,000 annually	ACTIA
Improve the Pedestrian Experience in Alameda Point	Medium-High	\$500 to \$1,250 for street trees; \$250 to \$1,000 per tree for a program modeled after Urban Relief; \$200 to \$400 per linear foot of landscaped medians, including irrigation; \$1,800 per tree in a planter box; \$20 per square foot of sidewalk repairs	City of Alameda and non-profit organization
Install Pedestrian Street Lights	Medium-High	\$8,000 to \$15,000 per lamp including trenching and electrical, plus \$100 per lamp every four years for bulb changing	City of Alameda
Create More Bicycle Lanes throughout Alameda	Medium-High	\$10,000 per linear mile	City of Alameda
Increase the Bicycle Capacity Onboard Buses	Medium-High	\$900 to \$1,350 each for racks that mount to front of bus; \$500 to \$700 each for onboard racks	AC Transit

**ALAMEDA COUNTY CONGESTION MANAGEMENT AGENCY  
SOUTH AND WEST BERKELEY COMMUNITY BASED TRANSPORTATION PLAN  
EXECUTIVE SUMMARY**

**TABLE 1 -1 SUMMARY OF RECOMMENDED SOLUTIONS AND STRATEGIES (CONTINUED)**

Strategy	Ranking	Cost	Lead Agency
Increase Bicycling Options for Youth and Low-Income Residents	Medium-High	Cycles of Changes has an annual budget of \$146,000 and financial support should contribute to this amount or augment it.	Various agencies, including Cycles of Change, AOCMA, Safe Routes to School, and ACTIA
Increase Knowledge of 511 Rideshare	Medium-High	Cost would be minimal due to this strategy's utilization of existing services and staff members.	Various agencies, including the Metropolitan Transportation Commission and Bay Area Air Quality Management District
Institute an Auto Loan Program for Low-Income Residents	Medium-High	Approximately \$480,000.	Metropolitan Transportation Commission
Implement a Low-Income Transit Fare Subsidy:			
- Create a Low-Income Fare Discount	Medium	Costs would vary based on the level and type of fare subsidy instituted and the eligibility criteria established, but would have the potential to be relatively high.	Multiple agencies, including the City of Alameda, AC Transit, and BART
- Maximize Accessibility of Existing Discounts	Medium	Costs would vary depending on which specific strategy would be implemented, but are potentially relatively high.	Multiple agencies, including the City of Alameda, AC Transit, and BART
Improve Accessibility to the Oakland-Alameda Ferry	Medium	This strategy's focus is on increasing awareness of existing services. Costs would have the potential to be relatively low.	Oakland-Alameda Ferry, AC Transit, and City of Alameda
Increase Bus-to-BART Frequency	Medium	\$66,000 annually for an Alameda to BART Feeder Shuttle	Various public and private agencies, community-based organizations, health providers, or community action agencies
Improve Pedestrian Access between West Alameda and Oakland	Medium	\$5 million for a pedestrian barge (plus \$2.5 million annually for operation); \$40 million for a one-way path for pedestrians and bicyclists in the Webster/Posey Tube	Cities of Alameda and Oakland, pedestrian barge provider, and Caltrans
Increase Pedestrian and Bicyclist Safety in the Tube	Medium	\$7 million, plus an annual cleaning cost of \$50,000	Cities of Alameda and Oakland and Caltrans
Increase Pedestrian Crossing Visibility and Safety	Medium	\$3 per linear foot for striping new crosswalks; \$80,000 to \$100,000 per lighted crosswalk; \$8,000 to \$15,000 per refuge island	City of Alameda
Improve Bicycling Access between Alameda and Oakland	Medium	\$5 million for a pedestrian/bicycle barge (plus \$2.5 million annually for operation); \$300,000 for a bicycle shuttle (plus \$2 million annually in operating costs); \$7 million for Webster/Posey Tube improvements (plus an annual cleaning cost of \$50,000)	Cities of Alameda and Oakland, pedestrian/bicycle barge provider, and Caltrans
Improve Pavement and Bicycle Striping near the Ferry Terminal	Medium	\$4 per square foot to repave roadways; \$2.30 per linear foot to stripe bicycle lanes	City of Alameda

TABLE 1 -1 SUMMARY OF RECOMMENDED SOLUTIONS AND STRATEGIES (CONTINUED)

Strategy	Ranking	Cost	Lead Agency
Increase Education Regarding Bicycling Routes and Safety	Medium	\$500 per wayfinding signage; \$10,000 for marketing material production (plus \$5,000 per printing); contributions toward the Cycles of Change annual budget of \$146,000	City of Alameda and Cycles of Change
Implement Route 50 Frequency Improvements	Low-Medium	\$453,000 annually	AC Transit
Increase Frequency of the Oakland-Alameda Ferry	Low	\$700,000 per water shuttle (plus annual maintenance and operating costs of \$2.5 million); \$8 million per ferry for capital costs	Oakland-Alameda Ferry and water taxi provider

*F. Next Steps*

This CBTP discusses potential funding sources for the recommended project solutions. Chapter 7 contains a list of projects and potential funding sources resulting from discussion with public funding and implementing agencies, including the City of Alameda, AC Transit, the Alameda Police Department, the Metropolitan Transportation Commission, and the Alameda County Transportation Improvement Authority (ACTIA).